



DEPARTMENT OF THE NAVY  
CHIEF OF NAVAL EDUCATION AND TRAINING  
NAVAL AIR STATION  
PENSACOLA, FLORIDA 32506-5100

CNETINST 1520.10E  
N-1/082 ( R

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CNET INSTRUCTION 1520.10E

Subj: PROFESSIONAL SEAMANSHIP TRAINING AND THE NAVY SAIL  
TRAINING PROGRAM

Ref: (a) USN Offshore Sail Training Manual, CNET P1552/1  
(b) USN Qualification Record Book, CNET P1552/2A  
(c) USN Basic Sailing Curriculum, CNET P1552/3A  
(d) Standard Operating Procedures for USN Sail Training Yachts, CNET P1552/5C (D  
(e) USN Inshore Sail Training Manual, CNET P1552/7A  
(f) Standard Operating Procedures for USN Sail Training Dinghies, CNET P1552/8D  
(g) USN Programmed Instructions for Basic Sail Training, CNET P1552/6/14/15A  
(h) USN Sail Training Yacht PMS Manual, CNET P1552/18A  
(i) NAVMILPERSCOMINST 1710.5A  
(j) USN Boardsailing Instructor Manual, CNET P1552/12A (A

1. Purpose. To promulgate policies, standards, and guidance governing the use of sailing craft in support of the Naval Education and Training Command (NAVEDTRACOM) Sail Training Program.

2. Cancellation. CNETINST 1520.10D

3. Background

a. The basis for the Navy Sail Training Program lies in the lack of opportunity for hands-on ship and boat handling by junior officer and deck enlisted personnel. The traditional "master-apprentice" method by which a captain prepared his junior officers for eventual command at sea has been derogated by a substantial reduction in numbers of fleet ships, the increasing sensitivity of their bow areas, and the compression of their operating cycles. A parallel problem exists in the traditional deck ratings, as most ships no longer operate small boats regularly. These reduced opportunities can be partially alleviated by providing experience in seamanship through small boat training. The Chief of Naval Operations (OP-01) is the program sponsor, the Chief of Naval Education and Training (CNET) is the program manager, and the Director of Navy Sailing (DONS) is the permanent project officer for the program. The program consists of three parts which are organically related:

(1) Officer Accession Training. To provide basic sail training for all Navy line officer accessions prior to their commissioning (U.S. Naval Academy, Naval Reserve Officers Training Corps (NROTC), Officer Candidate School (OCS), and Aviation Officer Candidate School (AOCS)).

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(2) Junior Officer Training. To provide a voluntary means of continuing sail training for junior and mid-grade officers with the goal of qualification for command of an off-shore sailing craft prior to assignment as an executive officer of a fleet unit.

(3) Fleet. To provide hands-on sail/seamanship training for officer and deck enlisted personnel to complement existing small boat and seamanship training programs.

b. Recreational programs play nearly an equal role in the overall scheme. Standardized curricula, references (a) through (j) are the basis of the Navy Sail Training Program and are shared by the recreational programs Navy-wide. The comprehensive goal is a unified program which will provide ready access to recreational sailing craft for use by Navy personnel during off-duty time coupled to the acquisition of skills which have professional applications.

#### 4. Objectives

a. The mission of sail training is to train officer candidates, officers of the line, and deck enlisted personnel in the following skills:

- (1) Shiphandling and small boat seamanship
- (2) Knowledge of and appreciation for the environment of the sea
- ( 3 ) Relative motion
- (4) Navigation and piloting
- (5) Small craft damage control
- (6) Marlinspike seamanship
- (7) Leadership and teamwork

b. This training will be provided at officer accession points as part of the curriculum and in fleet units where facilities allow, using CNET-provided curricula and techniques contained in references (a) through (j). Recreational programs will use CNET materials as directed by reference (i), and will accept qualifications for Navy-trained personnel awarded elsewhere, consistent with local safety considerations. Afloat commands are encouraged to employ sail training as feasible, using CNET training materials and equipment owned or rented from recreational departments, using appropriated funds as available.

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## 5. Action

a. The position of DONS has been established for discharging CNET's responsibilities for the operation of the Navy Sail Training Program. The incumbent is assigned additional duty to the Chief of Naval Personnel (BUPERS) to serve as the principal staff officer responsible for the technical supervision of the Navy recreational sailing program.

b. The Director of Navy Sailing shall:

(1) Develop policy guidance, plans, standards, and objectives for Navy Sail Training.

(2) Provide CNET with an annual budget for the sail training program and administer execution of that CNET-approved budget, including reallocation of funds among units as needs require.

(3) Provide curricula for basic sailing instruction for all line officer "accession programs.

(4) Provide technical assistance and curricula for intermediate sailing instruction for junior line officers.

(5) Provide assistance for continuing seamanship training in fleet centers with inshore and offshore capabilities for both officer and enlisted personnel.

(6) Interface with Navy recreational services organizations, including those of fleet units, providing them information and guidance relating to their employment and management of watercraft for recreational purposes.

(7) Act as the primary advisor to CNET on matters of sail/seamanship training and to BUPERS on recreational use of watercraft.

(8) Serve as the Navy representative to the U.S. Naval Sailing Association and to other organizations devoted to seamanship training.

(9) Coordinate the acquisition and maintenance of watercraft for seamanship training, except the Naval Academy, and annually certify their readiness for at-sea operations.

(10) Using formal Navy standards, serve as the authority on qualifications for offshore command of non-Naval Academy sail training craft.

(11) Coordinate with and provide curricula to the Naval Academy to ensure consistency of all sail training and qualifications for Navy officer accession programs.

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- R) c. DONS is headquartered at the Naval Station Annapolis; mailing address is NAVSTA/DONS, 58 Bennion Road, Annapolis, MD 21402-5054. Telephone numbers are: DSN 281-2130/2341, commercial (410) 267-2130/2341; facsimile DSN 281-4845, commercial (410) 267-4845.

6. Resources. Limited funds are available for sail training, aid implementation of the program requires primary maintenance to be provided by the participants themselves. In officer accession programs, detailed guidance is provided by the Standard Operating Procedures, references (d) and (f), and by other CNET notices or instructions. DONS will provide an overall budget to CNET for NROTC sail training programs based upon requests from each unit as presented to DONS in the unit's annual Sailing Program Budget Data Submission. Figures submitted are considered the maximum allowable, and units should not expect augmentations. - Unforeseeable exigencies will be addressed as they arise.

7. Curriculum. To ensure easy recognition of qualifications achieved by personnel in accession sources, it is essential to employ a standardized curriculum. References (a) through (h) constitute the body of that curriculum and are commonly used by training and recreational activities. While the core curriculum may be supplemented to accommodate specific requirements of the local area, it may not be reduced, as it is the minimum program considered adequate for safety. Within the qualification system, a locally awarded interim qualification may be established to recognize an interim achievement level and to provide a basis for the student to gain the further experience required for full qualification as an inshore ("B") or offshore ("D") skipper at a later time. Suitable limitations, in terms of type boats, weather conditions and operating areas, should be imposed on students having only an interim qualification.

8. Instructor and Qualification Criteria. Instructors must hold a qualification at least equal to the level being taught plus have minimum on-the-water experience as follows: to teach "A", 10 hours in small boats; to teach "B", 25 hours in small boats, 15 of which must be as a skipper at the "B" level (or hold United States Sailing Association (USSA) Instructor qualification); to teach "C", 50 hours in small boats, 25 of which must be in racing experience; to teach Offshore Crew, 30 hours in offshore boats, 20 of which must be as a qualified crewman; to teach offshore Watch Captain, 75 hours in offshore boats, 30 of which must be as a Watch Captain. In some cases, waivers of this requirement may be necessary for program initiation and should be requested from DONS. It should be noted that Red Cross training or other certification is not required for U.S. Navy instructors. Although Red Cross training is a valuable adjunct to Navy training, its instructor certification requires the use of the Red Cross curriculum which does not meet Navy requirements. Due to the high degree of commonality achieved between Navy and USSA training, USSA instructor certification does meet Navy requirements. Red Cross and other standard programs may be used as reference sources for the instructor.
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## 9. Levels of Sailing qualification

### a. Inshore

(1) Mate "A". Minimum qualification to crew on small sailing craft. May be used in most locations as a "learning skipper" permit for sailing in the local area in permissive conditions.

(2) Skipper "B" - Keel Boat. Keel boat certified skipper. experienced in ballasted day sailer/cruisers which normally require 2 or more persons to sail the craft.

(3) Skipper "B" - Centerboard. Centerboard certified skipper. Experienced in light sailing craft which rely on crew weight for stability, and qualified in capsize recovery procedures.

(4) Racing Skipper "C". Qualified "B" skipper (keel or centerboard) who also has a thorough theoretical and practical knowledge of yacht racing rules and techniques, plus race experience, and has successfully completed a locally administered racing exam.

### b. Offshore

(1) Crewman. The minimum offshore qualification; achieved after participation in a minimum of 6 day-cruises (no less than 12 hours under sail), with knowledge of practical requirements to crew aboard a large (over 25') sailing yacht.

(2) Watch Captain. The intermediate qualification achieved after participation in a minimum of 8 day-cruises (at least 16 hours under sail) and 3 night-cruises (at least 6 hours under sail), with practical knowledge required to supervise operation aboard a large (over 25") sailing yacht.

(3) Senior Skipper "D". Qualified to command a large sailing yacht in offshore waters, night and day. This level requires the completion of the Offshore Crewman and Watch Captain Personnel Qualification Standards (PQS) as a prerequisite (see reference (a)). The award of local qualifications for specified ( coastal or local waters, without celestial knowledge, is encouraged as an interim qualification, and can be awarded by the local command.

(4) Master Skipper "E". Qualified to command and race a large sailing yacht offshore under all conditions. This level requires the completion of the Senior Skipper PQS as a prerequisite, supplemented by significant offshore sailing or racing experience.

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- A) (5) Master of Ocean Sailing "O". Honorary title based on long-term offshore experience. Requires prior qualification as Senior Skipper "D" or Senior Racing Skipper "E".

10. Details of Qualifications Requirements. Each level shall normally include the requirements of all subordinate levels.

a. Inshore

(1) Mate. Fulfill present military requirement as swimmer 3rd class. Successfully complete the examination provided in reference (c), or its equivalent. Demonstrate the ability to rig, get underway, sail a figure eight, retrieve a man-overboard training device, moor and unrig the boat at a basic level. Perform as a crewman during these maneuvers as well (not applicable for singlehanded boats).

(2) Skipper. Demonstrate the ability to perform all evolutions connected with operation of the boat with skill, including capsizing drill for centerboard boats. Demonstrate a working knowledge of the rules of the road and local administrative requirements. Sail as helmsman for a minimum of 6 hours after-achievement of Mate level. Successfully complete an oral and or written examination on nomenclature, normal and emergency procedures, weather conditions in the local area, areas of hazards and the finer points of sail trim and balance (at an intermediate level) to be administered by a locally designated instructor.

- R) (3) Racing Skipper "C" (Prior qualification as Skipper "B"). Successfully complete a locally administered comprehensive examination on the racing rules. Demonstrate a working-knowledge of those rules of the race course, together with the mastery of the special skills involved in racing in close quarters and the use of spinnakers and other light sails as appropriate, in accordance with reference (d).

A) b. Boardsailing

(1) Boardsailor Class "A". Successfully complete the PQS requirements for basic certification as identified in reference (j), in a windspeed of at least 4-6 knots.

(2) Boardsailor Class "B". Successfully complete the PQS requirements for intermediate qualification as identified in reference (j), in windspeed of at least 7-10 knots.

(3) Boardsailor Class "C" (Advanced Inland). Complete the PQS requirements as identified in reference (j) in a windspeed of at least 10 knots. This is the minimum requirement for an instructor for boardsailing (inland waters).

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(4) Boardsailor Class "D" [Advanced Open-Sea]. Complete the PQS requirements as outlined in reference (j), in a windspeed of at least 15 knots. This is the minimum requirement for an Instructor of Boardsailing (Open Sea) with knowledge and practical ability for qualifications "A" through "C" being a prerequisite.

c. Offshore

(1) Crewman. Complete the PQS requirements of reference (c) necessary to act as proficient crew aboard a large sailing yacht. Participate in at least 6 day-cruises, at least 12 hours under sail.

(2) Watch Captain. Complete the PQS requirements of reference (c) necessary to act as a proficient watch captain aboard a large sailing yacht. Participate in at least 8 day-cruises, at least 16 hours under sail, and 3 night-cruises, at least 6 hours under sail.

(3) Off shore Senior Skipper "D"

(F)

(a) An examination will be furnished by the DONS upon the request of the candidate's commanding officer, or an established Senior Skipper verifying the completion or validation of the PQS of reference (a), their positive recommendation based on personal observation, and verification of a voyage of at least 200 miles by the candidate, 49 hours of which shall be more than 15 miles from the shore.

(b) Where the procedure outlined above is impractical, a candidate may submit a written request to the DONS for examination, outlining in detail his/her sailing experience over the past five years and outlining in general his/her entire sailing experience; which should meet the minimum requirements outlined in preceding paragraph. In this situation, DONS will appoint an examiner, who will conduct a verbal pre-screening and on-the-water observation of skills prior to administering the examination.

(c) A candidate who, by virtue of extensive experience in the offshore environment, considers himself/herself "to have amply proven a skill level well beyond that required of his qualification level" may request direct designation as Senior Skipper. Such direct designation will be considered on a case-by-case basis, and made at the sole discretion of the DONS, after proper consultation with those sailing authorities having direct knowledge of the candidate's experience and skill. Such designations will, necessarily, be few, in order to maintain the integrity of the qualification examination process.

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(d) The examination will be graded by the DONS and all sections must be passed with the minimum grade of 70, except for rules of the road and celestial navigation where a minimum grade of 90 is required. No validation waivers will be granted. Where a candidate has passed a majority of sections, but not all, a reexamination of the failed section(s) will be allowed, but must be taken within six months from the date the original examination is graded. All re-examination sections must be passed.

(e) When a candidate has failed a majority of sections on the original examination, or when six months have elapsed since the grading of the original examination, the candidate will be required to re-take the entire examination. In this case, the pre-qualification procedures will be repeated.

(f) Upon a candidate's successful completion of the examination, the DONS will issue a letter so advising the candidate, and issue a CNET qualification certificate and Senior Skipper Log Book. A copy of the letter will be sent to the candidate's examiner and/or commanding officer. DONS will also provide Additional Qualification Designator (AQD) data to BUPERS for entry into the permanent service record of active duty personnel.

(g) The examination is intended to verify a level of achievement similar to that required for a Third Mate's license or Surface Ship Command Qualification and should be requested only for candidates ready for unlimited operations in the open seas as skippers. For NROTC/USNA staff officers, successful completion of the comprehensive examination usually requires a season's experience as an assistant officer in charge (OinC) in addition to completion of the PQS prior to assignment as OinC. Again, a local interim qualification issued by the commanding officer is recommended to be awarded upon completion of the PQS and an oral board. The qualification may be awarded for local, coastal, or bay waters without celestial knowledge and should address operational limitations and restrictive conditions.

- A) (4) Master Skipper "E". In addition to attaining qualification as senior Skipper as outlined above, serve as a Senior Skipper/Watch Captain in a minimum of two major ocean races/cruises totalling at least 1,000 miles offshore. Be recommended by the Master Skipper(s) in charge of the craft(s) in which embarked for those voyages. Upon receipt of these recommendations, the DONS will issue the CNET qualification certificate for Master Skipper, and will provide AQD data to BUPERS for entry into the candidate's permanent service record.
- A) (5) Master of Ocean Sailing "Q". Designated solely by DONS, subsequent to the following requirements: qualified Master Skipper "E" for minimum of 5 years; detailed recommendations from

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two qualified offshore skippers with personal knowledge of the candidate's qualifications and experience; total of at least 2,000 offshore miles logged as either Skipper or Watch Captain (cruising or racing). The intent of this honorary designation is to recognize those persons who have extensive offshore experience and can truly be considered "masters" of ocean sailing.

11. Sources of Sail Training Craft. There are five primary sources of boats to be used in sail training; all are coordinated by the DONS.

a. Purchased Craft. Small centerboard boats used in basic training at NROTC units. CNET budgets the acquisition of a certain number of these boats each year to support sail training in locations where no other means are available.

b. Recreation Department Rentals. Used in locations adjacent to existing naval stations operating recreational sailing activities. This sharing must be on a mutually agreed basis of non-interference, and payment should be provided with appropriated funds. Detailed guidance is available in individual cases from the DONS.

c. Donations to the U.S. Naval Sailing Foundation. This foundation is a charitable organization which exists to support Navy sailing. The boat will be chartered to a NROTC unit at little or no cost or offered to the Secretary of the Navy as a gift, then employed as a Navy craft.

d. Low Cost Charters. They are either from a university which has received a donation and must use the boat for a period of time before selling it or from private owners who wish to support the objective of Navy sailing. In both cases, DONS will approve the charter agreement after consultation with the Admiralty Division of the Judge Advocate General's Office, who maintains a complete listing of such craft.

e. Confiscations. These are received from customs seizures incident to smuggling or other illegal acts. These boats become official Navy craft assigned by Commander, Naval Sea Systems Command, to the CNET boat listing.

12. Legal Status of Sail Training Craft. These craft are "public vessels" for claims and litigation purposes. While the U.S. is the only party directly liable for loss or damage caused by a public vessel, all operators of these craft should be aware that they may be liable to the U.S. for losses resulting from a damage incident. The U.S. has the right to seek indemnity or contribution from the operator of these craft for losses caused by the operator's negligence or misconduct. In addition, misconduct or (A) negligence in the operation of these craft may render military personnel subject to discipline under the Uniform Code of Military Justice. Further guidance is contained in reference (i).

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13. Relationships With Other Sail Training Support Organizations. Various organizations exist which directly or indirectly support the objective of Navy Sail Training. Several are described here for information and guidance as follows:

a. U.S. Naval Sailing Association. A world-wide voluntary organization of Navy personnel who support and participate in sailing. It has branches in nearly every fleet port, in many ships of the fleet, and in a large number of NROTC units. Its dues are nominal, and membership provides news of other locations, possible access to local yacht clubs for members as visitors, the privileges of a club burgee, and association with other Navy sailing activities.

b. The American Sail Training Association. The North American branch of the prestigious Sail Training Association which sponsors the Tall Ships events in Europe and America. Large U.S. Navy sail training craft participate in these events whenever feasible, as they provide visibility and social interaction with international sail training cadets.

R) c. The United States Sailing Association. The national authority on competitive events, also the national authority for civilian sail training and sail trainer qualification. Those naval personnel who are primarily interested in competition should consider individual membership. CNET activities who sponsor competitive events should use USSA materials and procedures in these events.

R) d. Class Organizations. The standard NROTC inshore boat is the Laser, and the Laser class is a particularly strong group which can provide significant assistance in the development of a viable advanced sailing program. Arrangements have been made for a fleet membership for Navy activities which own more than one boat. Only dues for one membership are paid, but all boats are  
A) eligible for local and district level competition. Dues are payable with appropriated funds.

e. Local Racing or Sailing Associations. Affiliation in these organizations may be considered desirable by local commanding officers and is encouraged if in his/her judgement such affiliation will contribute to the mission of the Navy Sail Training Program. Dues are payable with appropriated funds.

#### 14. Minimum Requirements for Officer Accession Programs

a. For NROTC Navy-option line officer graduates:

(1) All Universities. Qualification at the basic "Mate" level, involving 4 hours classroom instruction.

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(2) Universities with Inshore Program only. Qualification at the intermediate "B" level (small boat skipper), which includes on-the-water instruction. (R)

(3) Universities with Command and Seamanship (CST) Program only. Qualification at the offshore Crewman level. (R)

(4) Universities with both CST and Inshore Programs. Qualification at either "B" skipper on inshore sail craft or qualification as Offshore Crewman. (R)

b. For OCS students, qualification at the "Mate" level. (Environmental and curriculum constraints preclude year-round on-the-water sessions at Newport).

c. For AOCS students and staff, qualification at the small boat "A" level in NAS Pensacola's recreational sail craft, or qualification as Offshore Crewman on the large offshore craft assigned to AOCS.

d. DONS provides all officer accession locations with wallet-size cards which describe sailing facilities available in fleet ports. These cards are for distribution to all graduates to aid them in locating a facility in which to complete their on-the-water segment of "sail training and for further pursuit of recreational sailing.

15. Reports. Reports are detailed in the Standard Operating Procedures, references (d) and (f).

  
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VICE CNET

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